

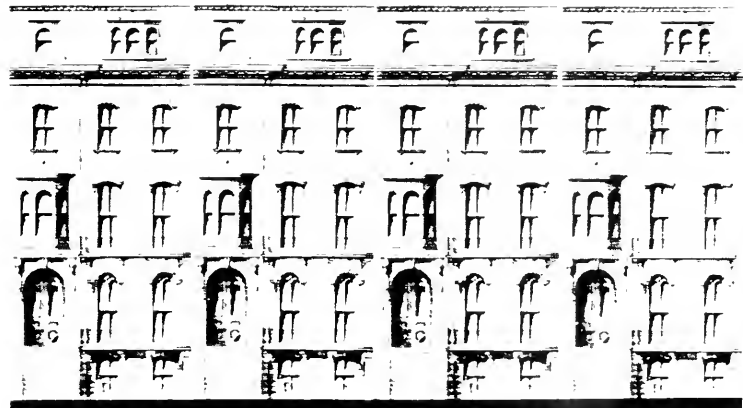
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DEVELOPMENT POLICY PLAN

SOUTH END | LOWER ROXBURY

Community Presentation by the
South End|Lower Roxbury Working Group
Boston Redevelopment Authority
Mayor's Office, City of Boston

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DECEMBER 5, 1990

FOREWORD

In late 1988, BRA Director Stephen Coyle announced the initiation of a community planning process in the South End/Lower Roxbury area. Subsequent to this, Mayor Flynn appointed 28 community representatives to serve on a Working Group to participate with the BRA in the preparation of a Development Policy Plan.

The major purpose of this Development Policy Plan is to set forth policies and guidelines which establish the conditions for guiding development in the South End/Lower Roxbury area over the next 20 years.

From the outset of this planning process, the Working Group envisioned holding a series of public meetings to provide community residents an opportunity to review and comment on the preliminary recommendations for the Development Policy. With the participation of five sub-committees and following nearly 20 meetings of the Working Group, numerous draft papers have been prepared for review by the participants. This document summarizes the recommendations of the Working Group and the BRA thus far.

We invite your comments and suggestions.

SOUTH END/LOWER ROXBURY DEVELOPMENT POLICY PLAN

South End/Lower Roxbury Working Group
Boston Redevelopment Authority



The Vision

The South End/Lower Roxbury Development Policy Plan sets forth a vision of the South End and Lower Roxbury for the next 20 years. This vision is of a stable neighborhood where social diversity - a quality which current residents strongly value - is maintained and fostered. To achieve this vision, the Plan recommends a balance of community-oriented land uses including : housing for people of all economic groups including individuals as well as families, parks and community gardens, and neighborhood stores and businesses providing a range of economic opportunities to the neighborhood. The Plan also sets forth a vision of the Washington Street and the Harrison Avenue /Albany Street Corridors - areas where large expanses of vacant and under-utilized land will offer the most important development opportunities in the South End and Lower Roxbury over the next 20 years.

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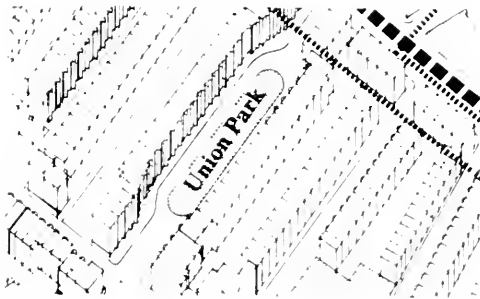
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THE PURPOSE

- To guide planners and policy-makers at every level of government as they make decisions affecting life in the South End and Lower Roxbury.
- To inform both for-profit and non-profit private developers and institutions of the vision, expectations, and policies of the community.
- To develop a process by which all proposals for development which affect the community are measured against the goals of the as presented in this Plan.
- To preserve and develop a community which is livable and enhances the quality of life for its residents;
- To preserve and restore the historic and traditional architectural and cultural characteristics of the community.
- To work toward the creation of a viable land development policy plan for and by the South End/Lower Roxbury community.
- To strengthen appropriate support services and institutions for the well-being of all residents of the community and the city at large.
- To preserve and protect a community which is economically, culturally and racially diverse.
- To relate the Plan to surrounding neighborhoods, the city, and the larger metropolitan area, as appropriate.

THE GOALS

Housing

To provide and protect decent, accessible housing for all economic groups, special needs, individuals of all ages, and families.

Business Development & Employment Opportunities

To strengthen and support the business and economic sectors in the community. To encourage a wide variety of neighborhood oriented retail uses. To provide job training and employment opportunities for residents in the community and surrounding neighborhoods. To encourage diverse economic opportunities for residents which will create new jobs in the community.

Urban Design

To ensure a high quality of urban design by guiding new development in a way that is consistent with the existing character of the South End. Development on vacant or under-utilized land should achieve the plan's objectives.

Open Space & Community Gardens

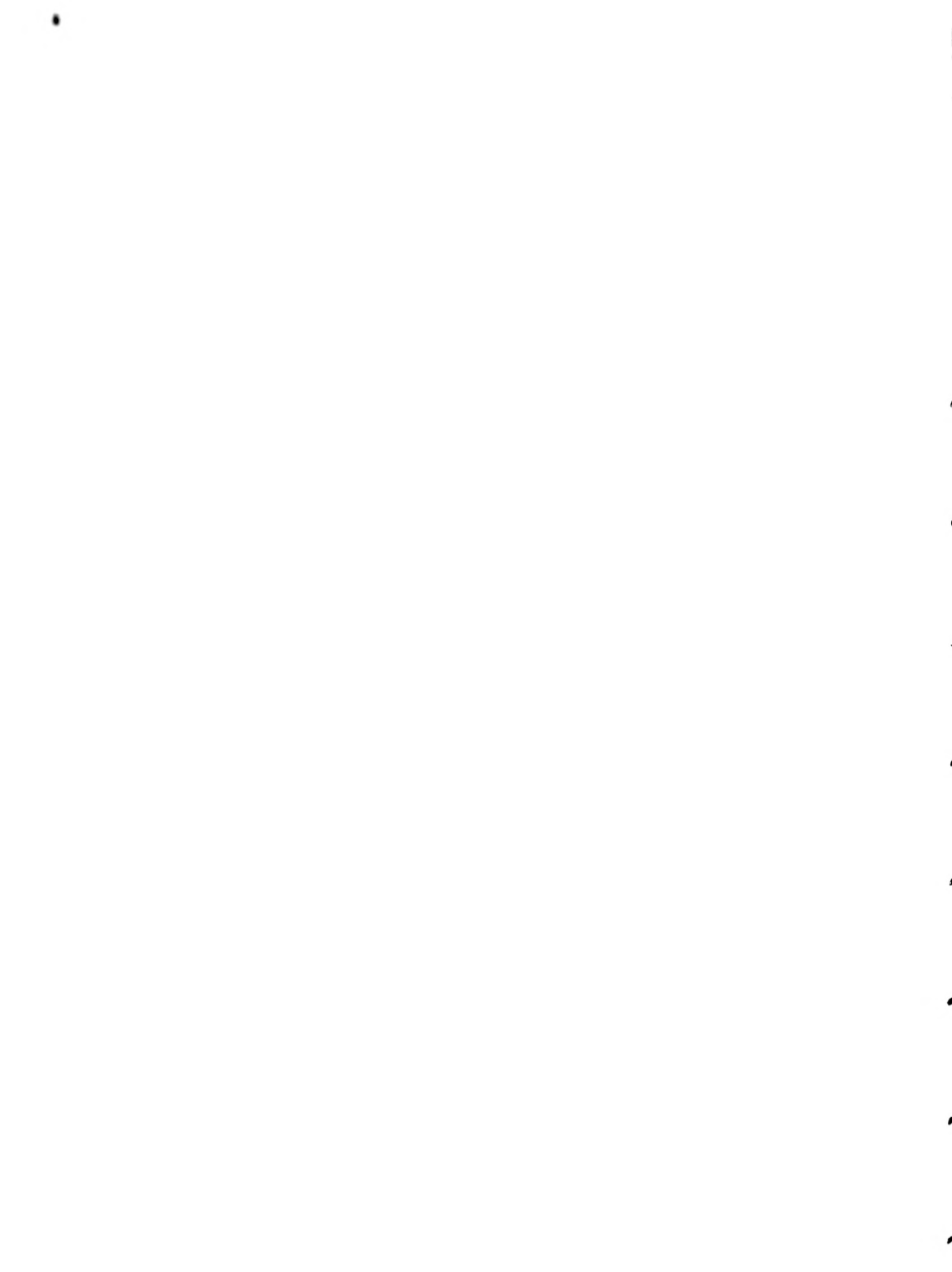
To enhance, preserve and restore the open space, parks and cityscape of the community. To create new and revitalized open space such as community gardens which serve new and existing residential areas in the tradition of historic South End Squares.

Historic & Architectural Preservation

To preserve and protect the historic and traditional characteristics of the South End, and encourage new development which is compatible with those characteristics. To enable new architectural and technological forms and uses when and where compatible with the historic and traditional characteristics of the community.

Special Study Areas & Boulevard Planning

To preserve and/or enhance a "vision" for the South End by emphasizing the quality and character of major South End streets and Special Study Areas.



FUTURE CONTEXT

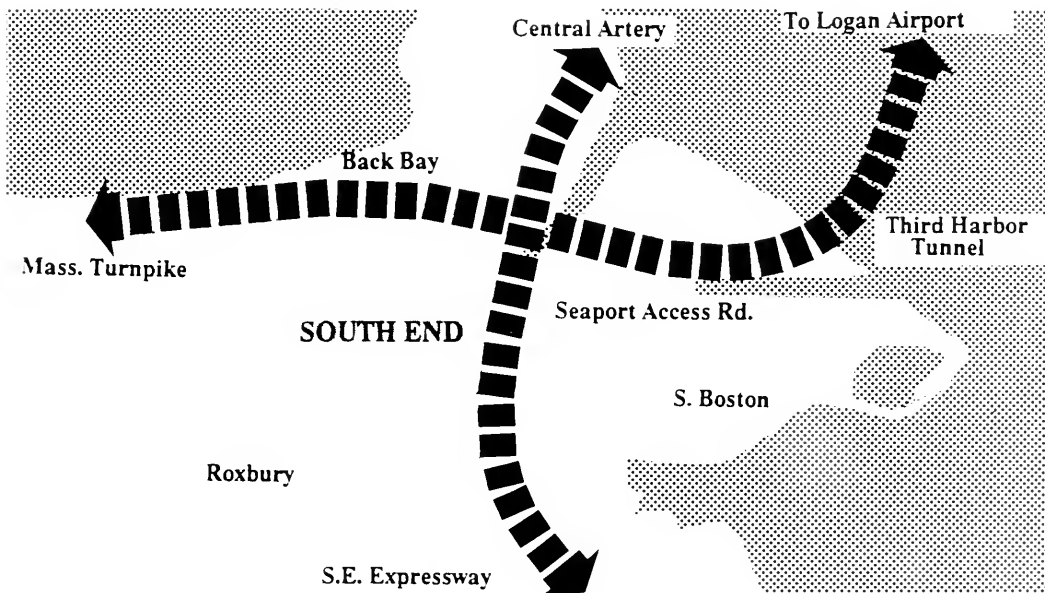
The South End is ideally situated in the City of Boston. The community is bounded to the north by the Central Artery and Interstate I-95; to the south, by Lower Roxbury, the Southwest Corridor and Dudley Business District; and to the west is one of Boston's most economically vibrant neighborhoods and business districts -- the Back Bay and Prudential Center.

The development in Prudential/Back Bay area will generate approximately 1.8 million sf in new development. This translates into the creation of 2,200 construction jobs and another 5,600 in permanent jobs. The Southwest Corridor will generate over 1 million SF of commercial and residential development. Ruggles Center alone will generate \$920,000 in job linkage and \$4.5 million in affordable housing linkage.

To understand the current development opportunities in the South End, it is important to examine the broader context of development which impacts this central city neighborhood.

The Central Artery and Third Harbor Tunnel

Four of the most important regional highways in the metropolitan area (and New England) intersect and connect on the northern boundary of the South End. Completion of the Seaport Access Road, construction of a Third Harbor Tunnel, and the significant re-alignment of the Massachusetts Turnpike at the Central Artery interchange will allow a direct access to Logan Airport, through the Seaport Access road and the Third Harbor Tunnel. These highway improvements will also allow greater access to the South End and from Downtown Boston, and other parts of the City.



Greater Roxbury Economic Development Center

This area represents an exciting opportunity for new development which will result in a financial investment in bricks and mortar as well as in new employment .

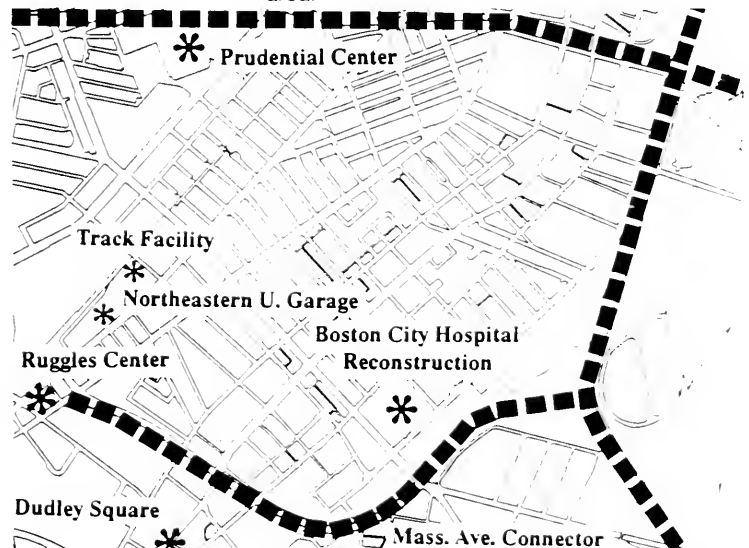
Over the next few years, residents of Roxbury will not only reap the benefits of over \$205.7 million in public/private projects, but will also play an active role in the development and ownership of these projects, including:

- The Ruggles Center project which is part of the Parcel to Parcel Linkage 1 Program. The five phased development at Ruggles Center amounts to over \$275 million of investment in the area.
- The Police Headquarters, which involves the eventual relocation of the Berkeley Street Police Administration building to Parcel 22, representing \$40 million of investment.
- Douglass Park, a \$25 million mixed-income project with over 155 units of mixed-income housing of which 33 are affordable.

- A Structured Parking Garage, which has a capacity for 455 cars was completed by Northeastern University in 1989 at an investment of \$9 million.
- A Track Facility, a \$35 million project consisting of a three-story of recreational facility.
- A New Post Office, a \$9 million, 40,000 SF facility located in Dudley Square with full processing and retail mail facilities, including parking capacity for 100 cars.
- A significant renovation of the Dudley Square MBTA station line in manner that preserves the historic element of the old station, amounting to \$9 million dollars of investment.

The Prudential Center

The Prudential Center Redevelopment Plan will expand the mixed use character of the area. The project will generate about \$7.3 million in housing linkage funds and \$1.1 million for affordable housing; \$1.5 million in job linkage, and two child care facilities. In addition to \$9.3 million annually in taxes, \$1 million will be contributed for transportation improvements and \$1.4 million for projects within the impacted area.



Planning Process

The South End/Lower Roxbury Development Policy Plan results from the hard work and cooperation of a resident Working Committee, the Boston Redevelopment Authority, and the City of Boston. On October 1988, the BRA Director, Stephen Coyle, met with a group of South End community residents to announce the initiation of a comprehensive land development planning effort. Mayor Raymond Flynn appointed a Working Group of community residents, whose charge was to meet regularly with the BRA and the Mayor's Office of Neighborhood Services, and recommend a Development Policy Plan to guide and manage development in the South End and Lower Roxbury.

Since September, 1989, the Working Group, the Boston Redevelopment Authority, the Boston Transportation Department, the Mayor's Office of Neighborhood Services, and the Economic Development and Industrial Corporation have been meeting regularly to recommend ways to channel and manage development, growth and investment in the community. The product of this effort, the Development Policy Plan, is intended to guide planners and policy-makers at every level of government as they make decisions about life in the South End and Lower Roxbury.

The development boom that so changed Boston in the 1980's had a particularly strong impact on the South End/Lower Roxbury neighborhood, one of the city's most diverse and complex neighborhoods. State, city and federal programs, together with private sector investment, succeeded in stimulating economic development and creating new housing in the neighborhood through the 1960's, '70's and '80's. What was an economically declining and neglected community just 25 years ago has become a vibrant, attractive place in which to live, work and invest.

As in many other Boston neighborhoods, an increase in the number of households spurred the demand for housing in the South End and Lower Roxbury. Residential development increased to meet this demand. Many traditional

one and two-family townhouses have been renovated and subdivided to accommodate a rapidly increasing population of single persons and young couples. Older buildings have been restored, and luxury condominiums have appeared in buildings which once housed older, less affluent families. New stores and employment opportunities have opened to serve the growing population.

The South End and Lower Roxbury areas include over 25 acres of publicly-owned vacant land, located primarily between Washington Street and the Southeast Expressway. Smaller parcels are located in other areas of the neighborhood.

Opportunities exist to attract a healthy mix of uses such as back office space, light manufacturing industries, and medical research -- the "new economies" which can benefit from direct access to major regional highways, the airport and close connections with the Southwest Corridor transit line.

The South End Development Policy Plan: a guide to decision-making

This plan addresses a limited number of development specific issues in the South End. It recognizes however that there are many other social and economic concerns which require attention in a broader context.

This 20-year plan offers a set of development guidelines, as well as a mechanism to guide growth in a manner which is acceptable and beneficial to South End/Lower Roxbury residents.

This plan also becomes the basis for possible new zoning as well as a vehicle to establish good design and development guidelines for the disposition of publicly owned parcels as well as the development of private vacant land.

GOAL 1 HOUSING

TO PROVIDE AND PROTECT DECENT, ACCESSIBLE HOUSING FOR ALL ECONOMIC GROUPS, SPECIAL NEEDS, INDIVIDUALS OF ALL AGES, AND FAMILIES.

OBJECTIVE:

To develop housing which addresses the needs of renters, homeowners, and households of various types and sizes. To provide housing to accommodate the needs of families, elderly and individuals living in this community, and whenever possible, be made adaptable for seniors and accessible for the disabled. To enact new zoning to enable mixed retail and residential uses in the Code.

public vacant parcels around new and revitalized neighborhood parks; thereby, encouraging family housing near attractive, open and green settings. As an example, an effort will be made to create a new mixed-income neighborhood around Peter's Park by rezoning areas as residential.

METHOD:

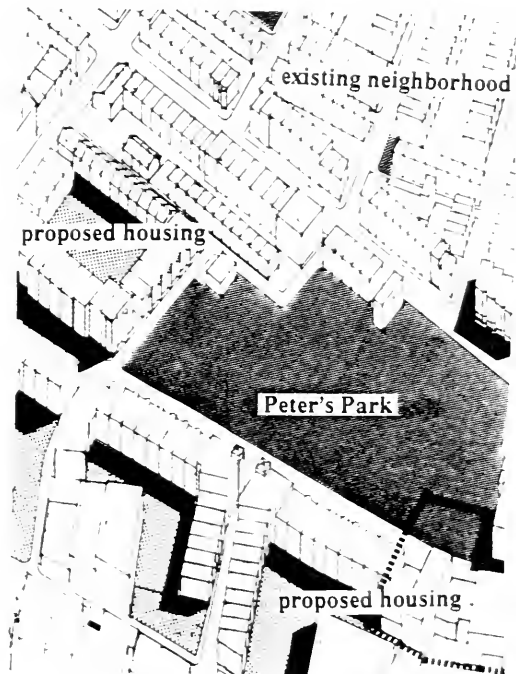
New Residential Developments

Where appropriate, a range of unit types in each future residential development should be designed which will accommodate families, elderly, single households and special needs people. Family housing/townhouses should have direct ground level access to open space for children. Elderly housing/apartment should be handicapped accessible with direct access to elevators.

If appropriate to the parcel size, new developments could include a mix of income levels, assuming a strong market component. Under the balanced-growth policy proposed in this plan, it is possible over the next 20 years to accommodate approximately 1,300 units of housing of which over 1,000 units could be located in the Washington Street Corridor.

New Housing Built Around Neighborhood Parks

Proposed is a plan to build new housing on



GOAL 2 JOBS

ENCOURAGE DIVERSE BUSINESS DEVELOPMENT AND EMPLOYMENT OPPORTUNITIES FOR THE SOUTH END RESIDENTS

OBJECTIVE:

To strengthen and support the business and economic sectors in the community. To encourage a wide variety of neighborhood oriented retail uses. To provide job training and employment opportunities for residents in the community and surrounding neighborhoods. To encourage diverse economic opportunities for residents which will create new jobs in the community. To identify possible funding sources for small businesses.

METHOD:

Neighborhood-Oriented Retail Districts

Areas around major intersections will be zoned for neighborhood retail uses such as drug stores and small convenience stores at the street level. Additionally, the development guidelines will include provisions for the disposition of public land which require space for street-level neighborhood retail uses along major streets, including Massachusetts Avenue, Washington Street, and East Berkeley Street. A diversity of neighborhood uses will be encouraged.

Light Manufacturing District (LMZ)

LMZ's will be used to rezone the areas currently zoned as M-2 districts, including the Melnea Cass Boulevard, Herald Street/Teradyne area, and east of Harrison Avenue. This strategy will protect the residential areas from manufacturing uses while providing local employment opportunities.

Expansion of Existing Businesses

The Plan makes public vacant parcels east of Harrison Avenue available for the expansion of existing businesses as well as the creation of new businesses in the area.

Places for Artists to Live and Work

One provision in the LMZ Zoning Code legalizes artists' residences in industrial buildings. This new LMZ designation will allow the South End's growing community of artists to legally work and live in the industrial loft buildings, in the Harrison Avenue and Albany Street corridors.



* Neighborhood Retail District

— LMZ

GOAL 3 URBAN DESIGN

ENSURE A HIGH QUALITY OF URBAN DESIGN: AN URBAN DESIGN CONCEPT FOR THE SOUTH END

OBJECTIVE:

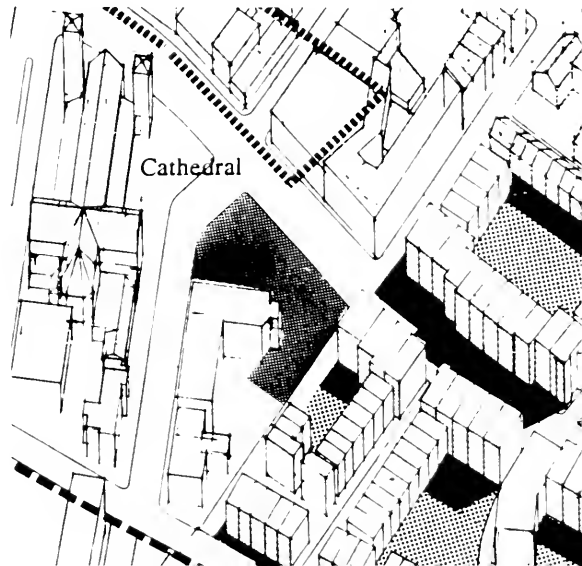
To ensure a high quality of urban design by guiding new development in a way that is consistent with the existing character of the South End. Development on vacant or under-utilized land should achieve the plan's objectives.

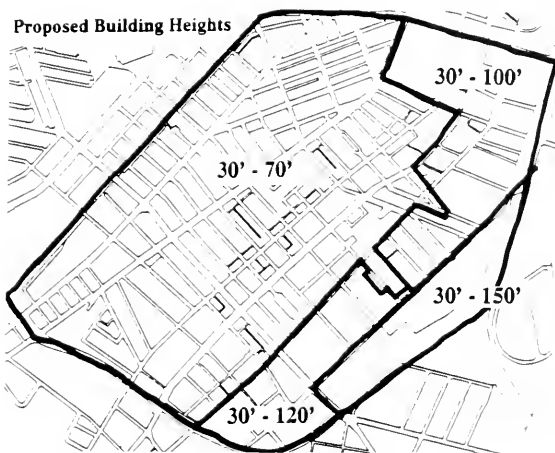
METHOD:

- Restore and extend the historic pattern of street blocks in the South End.
- Encourage the creation of prominent focal points and preserve existing view corridors.
- Establish height limits which are compatible with the architecture of various neighborhoods in the South End.
- Build new buildings to conform to prevalent setbacks in order to create distinctive, well-defined streets and avenues.
- Build new buildings which are compatible with the proportion, scale, mass, and design features of adjacent buildings.
- Use brick as the primary construction materials for new buildings in keeping with historic South End architecture.
- Build attractive fences around community gardens which are compatible with the design of adjacent buildings.
- Create streets with trees, plantings, appropriate sidewalk paving and public parks in the tradition of historic streets such as Union Park or Rutland Square.



View down Washington Street with the Holy Cross Cathedral as the major focal point.

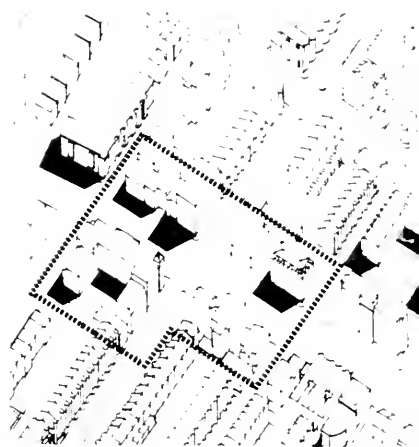




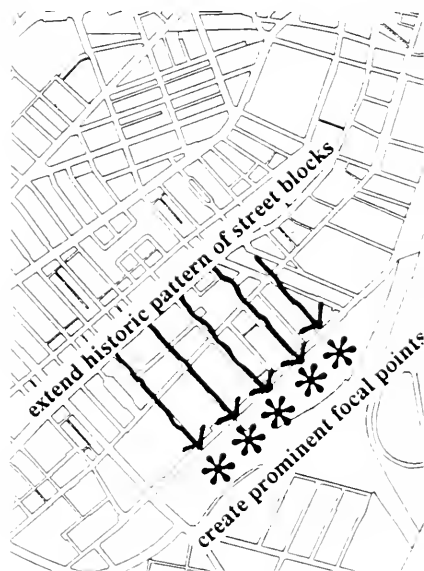
Development Tools

The development and condominium conversion boom of the early 1980's fundamentally altered the housing stock and local development conditions in the South End, resulting in displacement and less rental units. Efforts were undertaken to change the existing zoning in the South End by enacting a density limitation overlay district in 1987. A number of mechanisms exist to achieve land use and urban design objectives.

New zoning can include revisions to the height, setback and floor area ratio requirements of the zoning code, if necessary. Design guidelines can be implemented by making additional areas of the South End subject to the Boston Landmarks Commission standards and criteria, which dictate appropriate height, scale, mass, site layout and material of new construction. For this purpose, the Plan proposes the creation of two new historic landmark districts for consideration by the Commission.



New development along Washington Street including housing and street-level stores, built to conform to prevalent setbacks and heights of adjacent buildings.



GOAL 4 OPEN SPACE

REVITALIZE EXISTING PARKS AND CREATE NEW OPEN SPACE

OBJECTIVE:

To enhance, preserve and restore the open space, parks and cityscape of the community. To create new and revitalized open space such as gardens which serve new and existing residential areas in the tradition of historic South End Squares.

METHOD:

A Revitalized Peter's Park

The plan focuses on revitalizing existing parks, such as Peter's Park, by concentrating new housing around these areas and, in effect, creating a new constituency of residents who will have a sense of proprietorship for these open spaces in the tradition of Blackstone/Franklin Square and Titus Sparrow Park.

A New Washington Street

The creation of a new public transit replacement service along Washington Street provides an opportunity to plant trees and enhance this corridor with attractive landscaping, in the spirit of the historic residential streets in the South End.

Community Gardens

Thirteen parcels totaling nearly two acres are being conveyed to the newly formed South End Open Space Trust for community gardens. Other parcels have been identified as appropriate sites for community gardens including parcels along Harrison Avenue which will serve as buffers between the new and/or expanded light manufacturing uses, and residential areas.



Gazebo Garden on Washington Street



GOAL 5 PRESERVATION

PRESERVE THE HISTORIC ARCHITECTURAL CHARACTER OF THE SOUTH END/LOWER ROXBURY COMMUNITY

OBJECTIVE:

To preserve and protect the historic and traditional characteristics of the South End and encourage new development which is compatible with those characteristics.

METHOD:

The South End Historic Landmark District

The existing South End Historic Landmark District, of 238 acres, is approximately 39% of the total South End land area. This district protects many residential areas and open spaces of historical and cultural significance.

Historic Industrial Landmark District

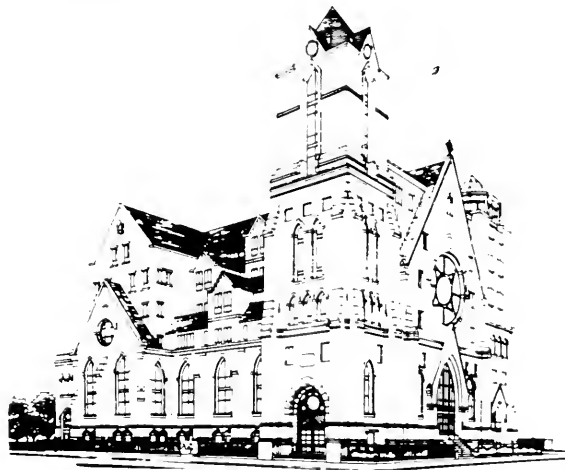
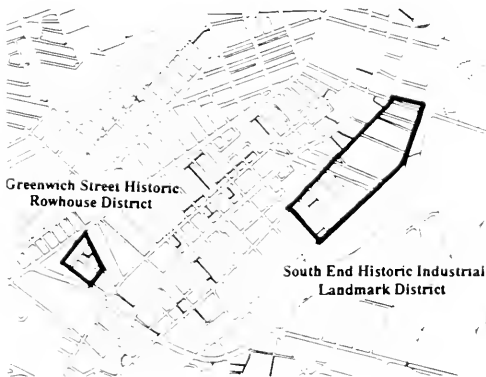
The key to preserving the existing 19th century manufacturing buildings of historic significance

is to establish an Historic Industrial Landmark District in the Harrison Avenue/Albany Street Corridor.

Greenwich Street Historic Row House District

The establishment of an historic Landmark District in the Greenwich Street/Lower Roxbury neighborhood would preserve the intact row houses of historic significance.

Future Development which Respects the Historic Architecture of the South End- Development on vacant and under-utilized land can be made compatible with the proportion, scale, mass and design features of adjacent buildings.



Two Clarendon Street. (Courtesy of Notter, Finegold and Alexander, Architects.)

SPECIAL STUDY AREAS & BOULEVARD PLANNING

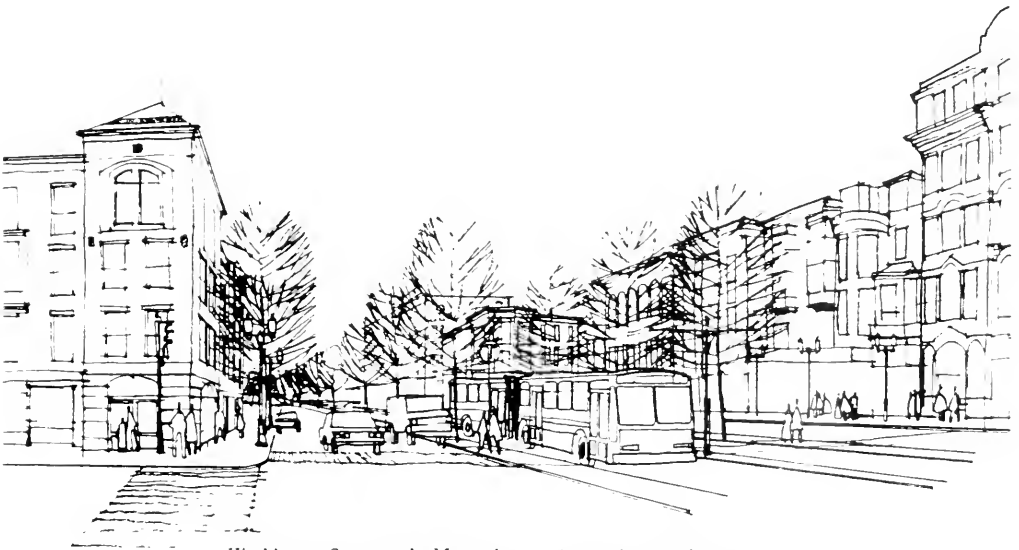
An important goal of this plan is to preserve and/or enhance a "vision" for the South End by emphasizing the quality and character of major South End streets and Special Study Areas.

The New Washington Street

The vision for Washington Street is a tree-lined, residential boulevard with public transit service, and attractive sidewalks for pedestrians. Neighborhood retail uses will be located at major intersections along the streets of Melnea Cass, Massachusetts Avenue, East Berkeley, and Union Park at the Cathedral.

The Washington Street replacement service

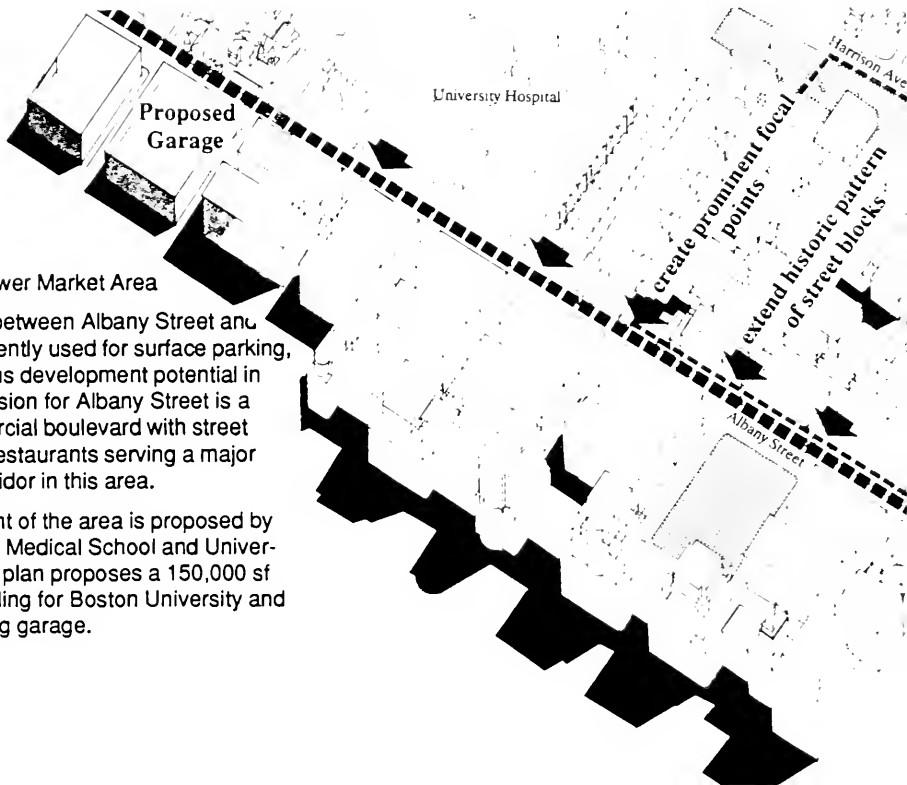
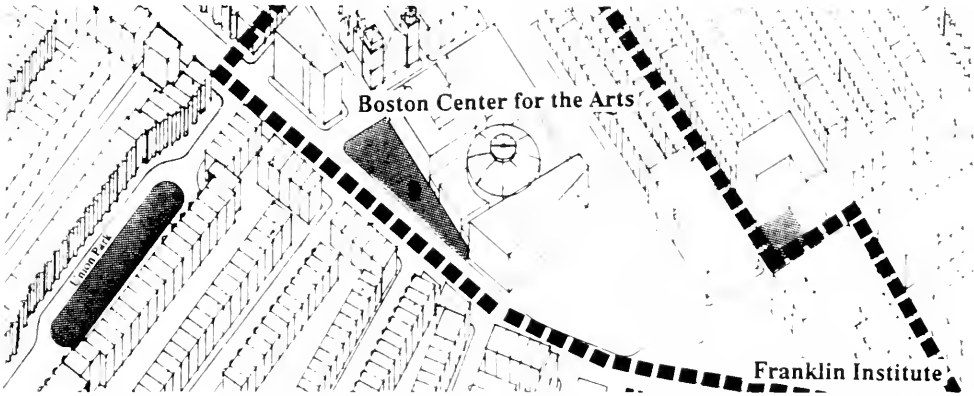
and street reconstruction project creates an urban design opportunity for the South End/Lower Roxbury area. There is tremendous potential for new development along the Washington Street Corridor. There are several large areas of vacant land in this area amounting to 292,759 SF of which 158,381 SF (54%) is public and 134,378 SF (46%) is private vacant land.



Washington Street at the Massachusetts Avenue intersection: one of several alternatives for public transit replacement service and new streetscape design. This drawing also shows Parmelee Court and Roxbury Corners (in the distance) - two South End Neighborhood Housing Initiative (SENI) developments.

Boston Center For the Arts/Franklin Institute

The total of 74,950 SF of vacant parcels in this area, can be redeveloped so that the uses are appropriate for "Berkeley Square" and serve as a major activity center in the South End.



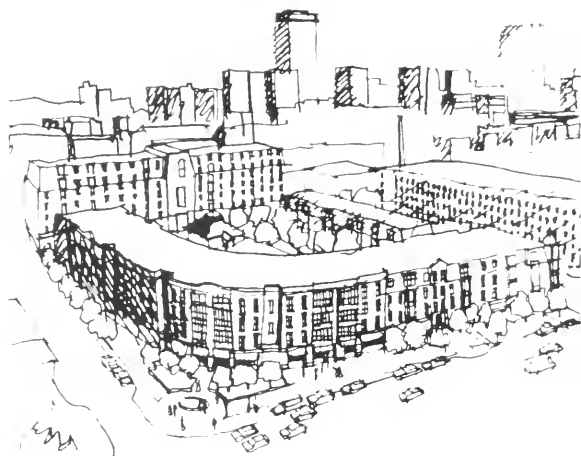
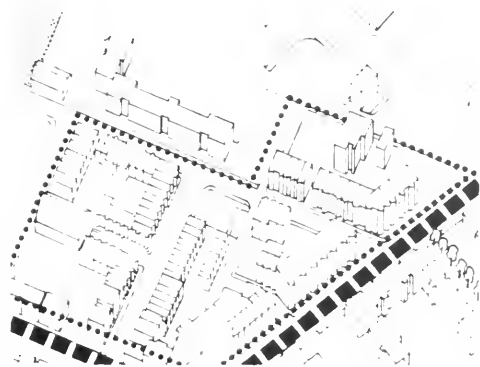
Albany Street/Flower Market Area

The vacant area between Albany Street and Expressway, currently used for surface parking, will have enormous development potential in the future. The vision for Albany Street is a tree-lined commercial boulevard with street level stores and restaurants serving a major development corridor in this area.

Initial development of the area is proposed by Boston University Medical School and University Hospital. The plan proposes a 150,000 sf Medical Arts building for Boston University and an 800 car parking garage.

Frederick Douglas Square/Lower Roxbury

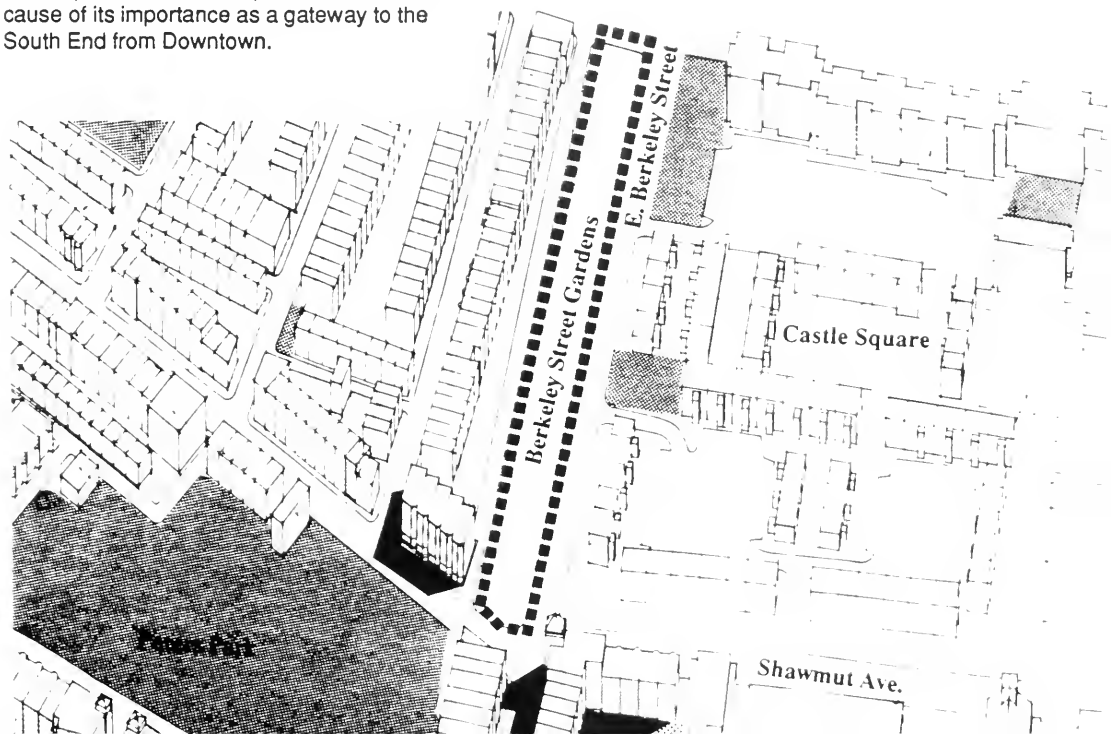
The large number of vacant infill parcels in this area offers the opportunity to enhance an important neighborhood in the historic center of Lower Roxbury with new housing opportunities, gardens and new neighborhood-oriented stores.



Douglas Park I

Berkeley Street Gardens

The Berkeley Street Gardens parcel, a publicly owned parcel, deserves special attention because of its importance as a gateway to the South End from Downtown.



ACHIEVING THE PLAN

The South End/Lower Roxbury Development Policy Plan will be the subject of many community meetings, public hearings and forums throughout the community.

Next Steps:

1. Design and development guidelines for public land disposition which will be incorporated in future Requests for Proposals.
2. New Zoning to implement the Development Policy in the South End.
3. Continued review and refinement of the Development Policy Plan based on forthcoming studies:
 - Transportation Study
 - On-Going market/economic studies of the area
 - Analysis of the emerging 1990 census
4. Focus on Special Study Areas
5. Seek consensus on the Development Policy Plan from the South End community, and approval from the Boston Redevelopment Authority.

South End/Lower Roxbury Working Group

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Additional Information

For additional information about the

SOUTH END/LOWER ROXBURY DEVELOPMENT POLICY PLAN

or the planning process now underway, write or call:

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